

Cris toloro Columbo Park
RG-5

BG-2.0

MG-2.0

ALBANY ST

FANTASIA DR

LYON PL

DEMARCO TER

29

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28

34

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38R

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233

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231

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Project Manager:
Paul D. Morano, Jr.
Assistant Chief Development Officer

**PURCHASING DIVISION
CITY OF WORCESTER
ROOM 201, CITY HALL
WORCESTER, MA 01608
(508) 799-1220**

ISSUANCE DATE: July 20, 2023

Christopher J. Gagliastro, Purchasing Director

**REQUEST FOR PROPOSALS (RFP)
RFP No. 8050-W4**

**AN EQUAL OPPORTUNITY/AFFIRMATIVE ACTION EMPLOYER
NOTICE TO PROPOSERS**

**RFP TITLE: Property Sale and Redevelopment – Department of Public Works & Parks,
Central Garage Properties, Worcester, Massachusetts**

SECTION I. GENERAL INFORMATION AND REQUIREMENTS

1. INVITATION FOR REQUEST FOR PROPOSALS

The City of Worcester (“City”), through the City Manager’s Executive Office of Economic Development, is issuing this Request for Proposals (“RFP”) for the Central Garage Properties (“Properties”) of the Department of Public Works & Parks including:

29 Albany Street, MBL 16-032-003-5
29 Albany Street, MBL 16-033-00101
26 Albany Street, MBL 16-033-0012B

The purpose of this RFP is to provide all interested parties with an opportunity to submit a Letter of Interest and proposal for the acquisition and redevelopment of the Properties and allow the City to identify a preferred buyer/developer with an acquisition and development proposition that is most advantageous to the City. The City is seeking redevelopment proposals in accordance with and complementary to the findings of the Urban Land Institute’s Technical Assistance Panel, which is posted as an attachment with this RFP.

This RFP will assist the City of Worcester in understanding the private market interest and redevelopment approach for these Properties. Prior to the execution of a land disposition agreement and the sale of the identified Properties, the City of Worcester must find a replacement site for the Central Garage operations.

There are other properties owned by the City of Worcester and occupied by the Department of Public Works & Parks in the vicinity that may be the subject of a future disposition.

2. GENERAL PROPERTY DESCRIPTION

The Properties consist of approximately 4.33 acres (188,570 square feet) of land area located along the Shrewsbury Street / Albany Street corridor. Currently existing on the Properties are two building structures consisting of approximately 60,336 square feet and 18,567 square feet respectively, as well as a gas station for municipal use.

The Properties would be conveyed “as-is.” Environmental conditions have yet to be investigated and documented.

3. LAND USE REGULATIONS

The Properties are located within two zoning districts:

Business, General 6.0 (BG-6.0)

Manufacturing, General 2.0 (MG-2.0)

The Properties are also located in the Commercial Corridor Overlay District (CCOD).

4. SUBMISSION OF PROPOSAL

Proposals are due at the City of Worcester Purchasing Division, Room 201, City Hall, Worcester, Massachusetts 01608 no later than Wednesday, August 30, 2023 at 10:00 AM.

5. INQUIRIES

Any prospective buyer/developer requesting a change in or interpretation of existing specifications or terms and conditions must do so within five (5) days (Saturdays, Sundays, and Legal Holidays, excluded) before scheduled bid opening date. All requests are to be in writing to the Purchasing Department and are to be in duplicate

Christopher J. Gagliastro
Purchasing Director
City of Worcester
Room 201, City Hall
455 Main Street
Worcester, MA 01608
gagliastroc@worcesterma.gov

SECTION II. PROPOSAL SUBMISSION

Proposers must submit a Letter of Interest addressed to the Chief Procurement Officer, Christopher J. Gagliastro, Room 201, 455 Main Street, Worcester, Massachusetts, 01608. The Letter of Interest must be signed by the person(s) with authority to contractually bind an offer to purchase on behalf of the proposer. Within the Letter of Interest, the proposer should provide the following information:

1. **Description of Entity and Experience** – A description of the entity submitting the Letter of Interest must include, if not an individual, the name of all partners, corporate name(s), and dba(s) if applicable, and the pertinent address and telephone number, names and addresses of all investors, shareholders, and officers of the corporation, names and titles of persons authorized to contractually bind an offer to purchase with proof of authority by corporate vote or other. The description submitted by the buyer/developer shall also provide the following information:
 - A clear statement of the buyer/developer's interest in purchasing and redeveloping the Properties.
 - A clear statement of the buyer/developer's experience in purchasing and redeveloping real estate.
 - Experience (if any) working with the public sector.
2. **Description of Proposed Use** – The description submitted by the buyer/developer shall include:
 - A clear and concise description of the proposed reuse of the Properties.
 - A description of the parking plan to support the proposed reuse of the Properties.
 - Anticipated building and landscape design considerations and how these improvements will complement the surrounding existing land uses.
 - An overview of how the proposal reflects the goals and objectives outlined within the Urban Land Institute's Technical Assistance Panel report.
 - Approach to complying with Inclusionary Zoning, as applicable.
3. **Description of Economic Benefits of the Proposed Project** – The description submitted by the buyer/developer shall include:
 - The estimated amount of private investment required to complete the project.
 - The number of residential units to be constructed at the Properties, if applicable.
 - The amount of commercial space to be constructed at the Properties, if applicable.
4. **Statement of Financial and Performance Capacity** – The description submitted shall include a strong indication that a financial commitment would be available to the buyer/developer, if needed, as well as that the entity is in strong economic standing and has the capacity to complete a high quality real estate development project.
5. **An Estimated Development Schedule** – Taking into account the City's need to relocate the Central Garage operations, and the associated logistics and timing, the buyer/developer should provide an estimated schedule for the full redevelopment of the parcel.

Price Proposal

In a separate, sealed envelope, the buyer/developer must submit a Price Proposal. The form is enclosed.

SECTION III. DECLARATION OF RESTRICTIONS AND REQUIREMENTS

1. The Properties will be conveyed “as-is.”
2. Any redevelopment will be subject to site plan and design review by the City, at a minimum. Chain link fencing will not be allowed at the site, except as necessitated during demolition and construction. Any proposed fencing, lighting, and signage must be approved by the City.
3. The sale of the Properties is subject to all easements existing and required for street, sewer, and water or any other public purposes in the streets abutting said Properties.
4. Preference will be given for the proposal that most quickly results in the redevelopment of the Properties, taking into account the City’s need to relocate the Central Garage operations, and the associated logistics and timing.
5. Preference will be given for proposals that are financially self-sufficient and do not rely upon any City funding.
6. Proposals to redevelop the Properties for housing must comply with the recent ordained Inclusionary Zoning policy.
7. The buyer/developer must demonstrate that the proposal provides off-street parking adequate to support the project.
8. All proposed site improvements are permissible subject to approval by the relevant and appropriate regulatory body (i.e., Planning Board, Zoning Board of Appeals, Historical Commission, and Conservation Commission). It is the sole responsibility of the buyer/developer to obtain all necessary permits and approvals, including building permits.
9. The buyer/developer shall indemnify and hold the City of Worcester, its officers, agents, and employees harmless from, against, for, and in respect to any liability arising out of the state of the land as of the date of transfer of title, including without limitation, any liability arising from any oil, hazardous materials, hazardous substances, hazardous wastes, or petroleum products, as such terms are or hereafter may be defined pursuant to any environmental laws of the United States or the Commonwealth of Massachusetts (“Environmental Laws”), or the violation of any Environmental Laws on the land.
10. All material submitted by a buyer/developer becomes the property of the City. The City is under no obligation to return any of the material submitted by a buyer/developer in response to this RFP.
11. Each proposal must remain in effect for 180 days from the deadline for submission, subject to extension by joint agreement of the City and the buyer/developer.

12. The City reserves the right to accept or reject any or all of the proposals submitted and waive informalities and technicalities.
13. The most advantageous proposal from a responsive and responsible proposer, taking into consideration price and all other evaluation criteria set forth in this solicitation, will be selected by the City.
14. The buyer/developer must certify that no official or employee of the City of Worcester, Massachusetts, is personally or financially interested in this RFP or in the contract which the buyer/developer offers to execute or in expected profits to arise therefrom, unless there has been compliance with the provisions of Massachusetts G.L.C. 43, Section 27, and G.L.C. 268A, §§ 3, 17, 19, 20, and 23, and that the buyer/developer's bid is made in good faith without fraud or collusion or connection with any other person submitting a bid.
15. It is understood and agreed that it shall be a material breach of any deed resulting from this RFP for the buyer/developer to engage in any practice which shall violate any provision of Massachusetts General Laws, Chapter 151B, relative to discrimination in hiring, discharge, compensation, or terms, conditions, or privileges of employment because of race, color, religious creed, national origin, sex, gender identity, sexual orientation, which shall not include persons whose sexual orientation involves minor children as the sex object, genetic information, ancestry, disability or source of income.
16. The buyer/developer shall not discriminate against any qualified employee or applicant for employment because of physical disability, race, color, religious creed, national origin, sex, gender identity, sexual orientation, which shall not include persons whose sexual orientation involves minor children as the sex object, genetic information, ancestry, disability or source of income. The buyer/developer agrees to comply with all applicable Federal and State Statutes, rules, and regulations prohibiting discrimination in employment including: Title VII of the Civil Rights Acts of 1964; The Age Discrimination in Employment Act of 1967; Section 504 of the Rehabilitation Act of 1973; Massachusetts General Laws Chapter 151B, Section 4(1) and all relevant administrative orders and executive orders.

If a complaint or claim alleging violation by the buyer/developer of such statutes, rules, or regulations is presented to the Massachusetts Commission Against Discrimination (MCAD), the buyer/developer agrees to cooperate with the MCAD in the investigation and disposition of such complaint or claim.

In the event of non-compliance with any of the provisions of this RFP on the part of the Proposer, the City shall impose such sanctions as it deems appropriate, including but not limited to the following:

At the sole determination of the City, any buyer/developer who fails to comply with the listed provisions will be deemed unacceptable as failing to adhere to the RFP Requirements.

17. The successful buyer/developer shall comply with all applicable federal, state, and local laws, ordinances, and regulations. The awarded contract shall be governed under the laws of the Commonwealth of Massachusetts.
18. If the Purchasing Agent or any employee of his department, the heads of using agencies, or any other officer or employee of the City who has taken part in the disposition of this property, is financially interested, directly or indirectly, any contract agreement shall be void.

19. The award to the successful buyer/developer may be cancelled in the event of nonperformance as may be determined by the City.
20. The City shall disqualify from review any and all buyers/developers, including any individual or entity affiliated or closely related to such buyer/developer, determined to be, by the Treasurer and Collector of Taxes, not current on real estate taxes and/or water and sewer fees, which have accrued to the buyer/developer's properties during the time the buyer/developer has been the owner of record of such properties. The term "current" in the preceding sentence means that buyer/developer shall not owe, at the time of submission, real estate taxes, water fees, and sewer fees for all the buyer/developer's properties other than taxes, water fees, and sewer fees that have accrued in the current fiscal year and liens or arrearages accrued to such properties while owned by someone other than the buyer/developer. Upon receipt of all bids, the EOED shall provide the Treasurer and Collector of Taxes with the names of all buyer/developers for the Treasurer to review their status with respect to the provisions of this paragraph. The Treasurer and Collector of Taxes shall have the sole discretion to determine which buyer/developers are current and which are not with respect to the provisions of this paragraph. After review, the Treasurer shall then provide for the EOED the names of all buyer/developers determined to be current or not current.
21. The City shall disqualify from review any and all buyer/developers, including any individual or entity affiliated or closely related to such buyer/developer, which are the owners of record of property and are determined to be, by the Building Commissioner, not in compliance with all government approvals, laws, and regulations at the time of the proposal submittal date. Upon receipt of all bids, the EOED shall provide the Building Commissioner with the names of all buyer/developers for the Building Commissioner to review their status with respect to the provisions of this paragraph. The Building Commissioner shall have the sole discretion to determine which buyer/developers are in compliance and which are not with respect to the provisions of this paragraph. After review, the Building Commissioner shall then provide for the EOED the names of all buyer/developers determined to be in compliance or not in compliance.
22. The buyer/developer shall execute a Contract Agreement, hereinafter referred to as a Terms of Conveyance Agreement ("TOC"), with the City within 30 days from receipt of the City Manager's designation of a winning proposal. At the City's sole determination, the timeline above may be extended. The buyer/developer agrees to work in good faith with the City to arrive at a viable development plan to be captured within the TOC.
23. The TOC and deed will be drafted by the City's Law Department in compliance with the terms of the RFP.
24. No amendment to the TOC shall be effective unless it is in writing and signed by authorized representatives of all parties and is accepted by the City of Worcester.
25. The buyer/developer will be required to indemnify and save harmless the City of Worcester for all damages to life and property that may occur due to his or her negligence or that of his or her employees, subcontractors, agents, invitees, etc. during the duration of actions taken under the TOC or resulting deed.
26. Except for purposes of obtaining financing or involving an entity controlled by the buyer/developer, the buyer/developer shall not assign, transfer, sublet, convey or otherwise dispose of any contract which results from this RFP, or its right, title, or interest therein or its power to execute the same to any other person, firm, partnership, company, or corporation without

the previous consent in writing of the City. Should the buyer/developer attempt any of the above without written consent of the City, the City reserves the right to declare the buyer/developer in default and terminate the TOC for cause.

SECTION IV. REVIEW OF PROPOSALS

The City of Worcester may select a Preferred Buyer/Developer in accordance with the procedures and criteria established by this RFP. After the deadline for submission of proposals to the City, all proposals shall be reviewed for compliance with the said procedures and criteria, including the Minimum Evaluation Criteria listed below. All proposals will be reviewed by staff from the City's Executive Office of Economic Development, and other City departments and divisions as appropriate.

Any proposal failing to satisfy any portion of this RFP, in the sole determination of the City of Worcester, including but not limited to the Minimum Evaluation Criteria, will be rejected. The remaining Proposals will then be reviewed applying the criteria set forth in the Comparative Evaluation Criteria and a recommendation will be provided to the City Manager to determine next steps.

Minimum Evaluation Criteria:

Proposers must include all of the information described in Section II: Proposal Submission in order to be considered and evaluated based on the comparative criteria described below.

Comparative Evaluation Criteria:

i. Property Reuse

Highly Advantageous - A proposal that most clearly demonstrates the viable, taxable reuse of the respective Properties that complements and supports the recommendations of the Urban Land Institute, Technical Assistance Panel report, including mixed-use.

Advantageous - A proposal that demonstrates the viable, taxable reuse of the respective Properties that complements and supports the recommendations of the Urban Land Institute, Technical Assistance Panel report, but does not necessarily include mixed-use.

Not Advantageous - A proposal that either does not demonstrate a viable, taxable reuse of the respective Properties or does not successfully complement and support the recommendations of the Urban Land Institute, Technical Assistance Panel report, including proposed uses such as automotive or heavy industrial.

ii. Economic Impact

Highly Advantageous – A proposal that supports significant economic benefits to the City of Worcester in terms of tax base expansion, housing opportunities, job creation and amenities.

Advantageous - A proposal that supports moderate economic benefits to the City of Worcester in terms of tax base expansion, housing opportunities, job creation and amenities.

Not Advantageous - A proposal that supports minimal economic benefits to the City of Worcester in terms of tax base expansion, housing opportunities, job creation and amenities.

iii. Development Schedule

Highly Advantageous – A proposal that could realistically result in the redevelopment of the properties within thirty-six (36) months after due diligence and permitting is complete.

Advantageous - A proposal that could realistically result in the redevelopment of the properties within forty-eight (48) months after due diligence and permitting is complete.

Not Advantageous - A proposal that either does not realistically contemplate a redevelopment schedule, or a schedule that exceeds forty-eight (48) months after due diligence and permitting is complete.

iv. Financial and Performance Capacity

Highly Advantageous – A proposal that firmly demonstrates the proposer's financial capacity to carry out the proposal as well as past performance of at least five (5) projects of similar cost, scope and complexity. A proposal that does not rely upon City funding.

Advantageous - A proposal that reasonably describes the proposer's financial capacity to carry out the proposal as well as past performance of at least three (3) projects of similar cost, scope and complexity.

Not Advantageous - A proposal that either does not reasonably describe the proposer's financial capacity to carry out the proposal, or does not describe past performance of at least three (3) projects of similar cost, scope and complexity.

PRICE PROPOSAL – RFP # 8050-W4

PROPERTY SALE & REDEVELOPMENT
CITY OF WORCESTER
DPW CENTRAL GARAGE PROPERTIES

OFFER: \$ _____

Name of
Buyer/Developer: _____

Address of
Buyer/Developer: _____

Signature of
Buyer/Developer: _____

LIST OF APPENDICES

- 1) Appendix A – Certificate of Non-Collusion
- 2) Appendix B – Certificate of Tax Compliance
- 3) Appendix C – Proposer Entity Disclosure Statement
- 4) Appendix D – Real Property Disclosure Statement
- 5) Appendix E – Draft Terms of Conveyance

APPENDIX A

Certificate of Non-Collusion

Under Massachusetts General Laws C. 40, 4B ½, the following Certification must be provided:

“The undersigned certifies under the penalties of perjury that this proposal is in all respects bona fide, fair and made without collusion or fraud with any other person. As used in any of these sections the word “person” shall mean any natural person, joint venture, partnership, corporation or other business or legal entity.”

(Please Print) _____
Name of person signing proposal

Signature of person signing proposal _____ Date _____

Title _____

Address & Zip Code _____

No award will be made without Proposer certification of the above.

APPENDIX B

Certificate of Tax Compliance

STATE LAW NOW MANDATES THAT TO DO BUSINESS WITH THE CITY OF WORCESTER the Massachusetts Revenue Enforcement and Protection Program of 1983 requires that the following be supplied with your bid:

Date: _____

Pursuant to M.G.L. Ch. 62C, Section 49A, I certify under the Penalties of Perjury That I, To My Best Knowledge and Belief, Have Filed All Mass. State Tax Return and Paid ALL Mass. State and City Taxes Required under Law.

Company Name _____

Street and No. _____

City or Town _____

State _____ Zip Code _____

Tel. No. _____ Fax No. _____

Social Security No.

or

Federal Identification No. _____

Certified by State Office of Minority and Women Business Assistance (SOMWBA)

Yes _____ Date of Certification _____

Failure to complete this form may result in rejection of bid and/or removal from City Bid Lists.

Authorized Signature

APPENDIX C

Proposer Entity Disclosure Statement

Give full names and residences of all persons and parties interested in the foregoing proposal:

(Notice: Give first and last name in full; in case of Corporation give names of President, Treasurer and Manager; and in case of Firms give names of the individual members.)

<u>NAMES</u>	<u>ADDRESSES</u>	<u>ZIP CODE</u>
_____	_____	_____
_____	_____	_____
_____	_____	_____

Kindly furnish the following information regarding the Respondent:

(1) If a Proprietorship

Name of Owner: _____

<u>ADDRESS</u>	<u>ZIP CODE</u>	<u>TEL. #</u>
Business: _____	_____	_____
Home: _____	_____	_____

(2) If a Partnership

Full names and address of all partners:

<u>NAMES</u>	<u>ADDRESSES</u>	<u>ZIP CODE</u>
_____	_____	_____
_____	_____	_____
_____	_____	_____

<u>BUSINESS ADDRESS</u>	<u>ZIP CODE</u>	<u>TEL. #</u>
_____	_____	_____

(3) If a Corporation

Full Legal Name: _____

State of Incorporation: _____

Principal Place of Business: _____ Zip Code _____

Qualified in Massachusetts: Yes _____ No _____

Place of Business in Massachusetts: _____ Zip Code _____ Tel. # _____

Give the following information regarding Surety Company:

Full Legal Name of Surety Company:

State of Incorporation: _____

Principal Place of Business: _____

Admitted in Massachusetts: Yes _____ No _____

Place of Business in Massachusetts: _____ Zip Code _____ Tel. # _____

NOTE: The Office of the Attorney General, Washington, D.C. requires the following information on all proposals amounting to \$1,000.00 or more.

E.I. Number of Proposer _____

This number is regularly used by companies when filing their "EMPLOYER'S FEDERAL TAX RETURN," U.S. Treasury Department Form 941.

Authorized Signature of Proponent:

Title: _____

Date: _____

APPENDIX D

Real Property Disclosure Statement For Transactions with a Public Agency ~ M.G.L. c. 7C, s. 38

The undersigned party to a real property transaction with a public agency hereby discloses and certifies, under pains and penalties of perjury, the following information as required by law:

(1) REAL PROPERTY:

(2) TYPE OF TRANSACTION, AGREEMENT, OR DOCUMENT:

(3) PUBLIC AGENCY PARTICIPATING IN TRANSACTION:

(4) DISCLOSING PARTY'S NAME AND TYPE OF ENTITY:

(5) ROLE OF DISCLOSING PARTY (Check appropriate role):

_____ Lessor/Landlord

_____ Lessee/Tenant

_____ Seller/Grantor

_____ Buyer/Grantee

_____ Other (Please describe): _____

(6) The names and addresses of all persons and individuals who have or will have a direct or indirect beneficial interest in the real property excluding only 1) a stockholder of a corporation the stock of which is listed for sale to the general public with the securities and exchange commission, if such stockholder holds less than then percent of the outstanding stock entitled to vote at the annual meeting of such corporation or 2) as owner of a time share that has an interest in a leasehold condominium meeting all of the conditions specified in M.G.L. c. 7C, s. 38, are hereby disclosed as follows (attach additional pages if necessary)

NAME

RESIDENCE

(7) None of the above-named persons is an employee of the Division of Capital Asset Management & Maintenance or an official elected to public office in the Commonwealth of Massachusetts, except as listed below. (Check NONE if none)

_____ NONE

NAME

POSITION

Signed under the penalties of perjury.

Date:

APPENDIX E

Draft Terms of Conveyance

Terms of the Conveyance of Property at 26 and 29 Albany Street from the City of Worcester to _____

Description of Property To Be Acquired: All right and title to an approximate 188,570 square feet +/- of land, owned by the City of Worcester, located at 26 and 29 Albany Street, Assessor's Parcel Numbers: Map 16, Block 032, Lot 003-5; Map 16, Block 033, Lot 00101; Map 16, Block 033, Lot 0012B (hereinafter "the Property").

Seller: City of Worcester, a municipal corporation duly established under the laws of the Commonwealth of Massachusetts, having offices at 455 Main Street, Worcester, Massachusetts 01608 ("Seller").

Buyer: _____ ("Buyer").

Period of Exclusivity: The Seller agrees to grant the exclusive right to discuss or negotiate with Buyer regarding its acquisition of the Property from the execution of this Terms of Conveyance ("TOC"), until _____. The Buyer shall use this period to conduct its necessary due diligence, as set forth below.

Purchase Price: The Buyer to pay the Seller \$_____ with adjustments at closing as provided herein.

Due Diligence: The Buyer shall have the period from the execution of this TOC through _____, to conduct due diligence, seek a building permit(s) and applicable regulatory approvals, and to assemble financing to support the cost of the project. This due diligence period also includes the right to complete an inspection of the Property, perform engineering tests and studies and evaluate all related documentation, title, soil conditions, wetlands, asbestos and hazardous waste reports, utilities, and zoning restrictions. Seller will make available copies of all plans, permits, approvals, engineering studies, reports, and title information it has related to the Property, including engineering related to hazardous waste studies performed to determine applicability under Massachusetts state law. The Buyer shall have the sole and unconditional right at any time during this due diligence period to withdraw its offer to purchase the Property.

If the Buyer determines that it does not desire to proceed with the purchase of the Property during the due diligence period, it shall notify the Seller in writing and shall restore any damage caused to the Property as a result of the due diligence, environmental assessments or other testing conducted by or on behalf of the Buyer at the Property. Upon termination of this TOC, neither party shall have any further rights pursuant to this TOC, except as may specifically survive termination. Upon termination, any reports, plans, test results or other documents relative to said due diligence shall be provided by the Buyer to the Seller, upon Seller's request.

Time for Conveyance: The time for conveyance of title to the Property shall be no later than _____ days after the Buyer receives a building permit to commence the redevelopment of the Property as contemplated herein, or upon such other date as the parties may mutually agree, provided, however, that, in any event, if the conveyance does not occur on or before _____, the Seller may elect to terminate this TOC. However, the Seller shall have no right to terminate this TOC for the period of _____ through _____, if the Buyer (i) has not, by _____, received the building permit but has pending applications to obtain such permit and is diligently pursuing such permit or (ii) receives approvals necessary to obtain such permit and any appeal or challenge to any such approval is instituted by any party other than the Buyer prior to the expiration of all applicable appeal periods and the Buyer is contesting such appeal or challenge.

Brokers: The Seller and the Buyer warrant and represent that neither has contracted nor dealt with any broker in the representation of this Property and shall indemnify the other if there are any claims made against the other in violation of this representation.

Application for Building Permit: The Buyer shall have the right to file any and all applications for building permits, or such other permits as may be reasonable related to the redevelopment of the Property as contemplated herein.

Statutory Payment: The Buyer shall pay to the Seller at closing the amount required by G.L. c. 44, § 63A.

Closing Costs: Pursuant to G.L. c. 64D § 1, no deed excise tax is due as the Seller is a party to this conveyance. The Buyer shall pay all costs in connection with recording the deed and the survey.

Conditions Precedent to Conveyance:

- City Council Votes: The Worcester City Council voted on _____, to authorize the City Manager to execute a deed and all documents relevant thereto conveying all right, title, and interest of the city of Worcester to the successful proposer. A certified copy of the city council order shall be recorded with the deed.
- Easements/Title Report: The Buyer shall take title to the Property subject to all easements, encumbrances, boundary inaccuracies, or impairments of title, including any easements existing and required for street, sewer, water, or any other public purposes abutting and within the Property. The Property will be conveyed as is. The Buyer shall be responsible for obtaining any title report on the Property which it deems necessary for the transfer of title. The Seller shall have no obligation to cure any impairments of title to the Property. In the event that the title report reveals any title defect which shall be so substantial as to reasonably prevent the reconstruction of the Property as contemplated herein, the Buyer may terminate this TOC and be entitled to the return of its deposit.
- Plan of Land: The Buyer shall be responsible for obtaining any surveys or plans of land which it deems necessary for the transfer of title.

- Environmental Assessment: The Buyer shall have the right to enter upon the Property to conduct environmental assessments during the due diligence period. Upon written request, the Buyer shall deliver a copy of any such report on the environmental condition of the Property to the Seller.

Restrictions After Conveyance:

- Use Restriction: [to be inserted, consistent with the accepted proposal].
- Property Taxes: The Buyer shall develop the Property for taxable purposes. The Buyer shall obtain the approval of the Seller prior to the sale of the Property to any tax-exempt entity or the commencement of any tax-exempt use of the Property.
- Design Guidelines: The Buyer shall develop the Property in accordance with any regulatory restrictions imposed by the Planning Board, Zoning Board, Historical Commission, or any relevant regulatory body with jurisdiction over the Property.
- Environmental Liability: The Buyer shall acquire the Property subject to any environmental conditions and liabilities as may be present at the time of closing. In consideration of the acquisition of title to the Property, the Buyer shall indemnify and hold the Seller harmless from any and all claims on account of the environmental conditions of the Property.
- Time for Commencement of Construction: The Buyer shall commence construction of the improvements on the Property within _____ days after the issuance of a building permit. This provision shall survive the closing.
- Time for Completion of Construction: The Buyer shall complete the improvements on the Property, consistent with RFP #8050-W4 and its proposal approved by the Seller, within _____ of the City of Worcester conveying the Property to the Buyer or the real estate shall automatically revert to the ownership of the City, and the City shall retain the proceeds of the sale of the property from the Buyer.
- Successors In Interest: The foregoing restrictions after conveyance shall be covenants running with the land for the benefit and in favor of, and be enforceable to the fullest extent permitted by law and equity, by the Seller, and its successors and assigns, against the Buyer, its successors and assigns and every successor in interest to the Property, or any part thereof or any interest therein, and any party in possession or occupancy of the Property or any part thereof, for a period of twenty (20) years from the date of the recording of the deed except only as otherwise specifically provided herein.

[remainder of page intentionally left blank; signature page to follow]

IN WITNESS WHEREOF, the parties have executed this TOC by their duly authorized representatives this ____ day of _____, _____.

CITY OF WORCESTER

BUYER

Eric D. Batista
City Manager

By: _____

Recommended:

Peter Dunn
Chief Development Officer

Approved as to Form:

Alexandra H. Kalkounis
Deputy City Solicitor



ULI TECHNICAL ASSISTANCE PANEL REPORT

REPOSITIONING THE DPW CAMPUS

WORCESTER, MA

JANUARY 23, 2023



Boston/
New England

URBAN LAND INSTITUTE (ULI)

The Urban Land Institute is a 501(c)(3) nonprofit research and education organization supported by its members. The mission of ULI is to shape the future of the built environment for transformative impact in communities worldwide. Founded in 1936, the Institute has grown to over 45,000 members worldwide, representing the entire spectrum of land use and real estate development disciplines working in private enterprise and public service. ULI membership includes developers, architects, planners, lawyers, bankers, and economic development professionals as well as other related disciplines.

The Boston/New England District Council of ULI serves the six New England states and has nearly 1,400 members. As a preeminent, multidisciplinary real estate forum, ULI Boston/New England facilitates the open exchange of ideas, information, and experience among local and regional leaders and policy makers dedicated to creating better places.

TECHNICAL ASSISTANCE PANELS (TAPs)

The ULI Boston/New England Real Estate Advisory Committee convenes TAPs at the request of public officials and local stakeholders of communities and nonprofit organizations facing complex land use challenges, who benefit from the pro bono recommendations provided by the TAP members.

A TAP consists of a group of diverse professionals with expertise in the issues posed. The Panel spends one to two days visiting and analyzing existing conditions, identifying specific planning and development issues, and formulating realistic and actionable recommendations to move initiatives forward in a way consistent with the applicant's goals and objectives.

A recent independent study by Rivera Consulting surveyed municipalities that received assistance from the TAP programs and reported a positive impact by the TAP process on communities. Eighty-two percent of participating municipalities said their behavior and approach to municipal planning and economic development strategies were affected; 67% said there were increased municipal investments related to the stated goals and recommendations of their TAP report; and 62% said at least one key developable asset addressed in their TAP report had been redeveloped, consistent with ULI Boston/New England recommendations.

Learn more at: <https://boston.uli.org>



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Executive Summary

Chapter 1: ULI and the TAP Process

Provides an overview of ULI's District Council and its Technical Assistance Panels (TAPs) and includes a list of the panel members and stakeholders who took part in the information-gathering sessions. The section also highlights key elements of the tour of the project area for the TAP and describes the process undertaken by panelists and stakeholders to arrive at their recommendations.

Purpose of the TAP and Project Background

Gives a brief synopsis of the purpose of the TAP, including the specific questions that the City asked the panel to address. The chapter also provides a thumbnail history of the City and an overview of the study area, as well as transportation, population, and demographic information.

Assets and Opportunities

Identifies the strengths of the study area, including the thriving retail/restaurant corridor of Shrewsbury Street, the assemblage of historic buildings along East Worcester and Albany Streets, and the expansive parcels being proposed for redevelopment.

Challenges

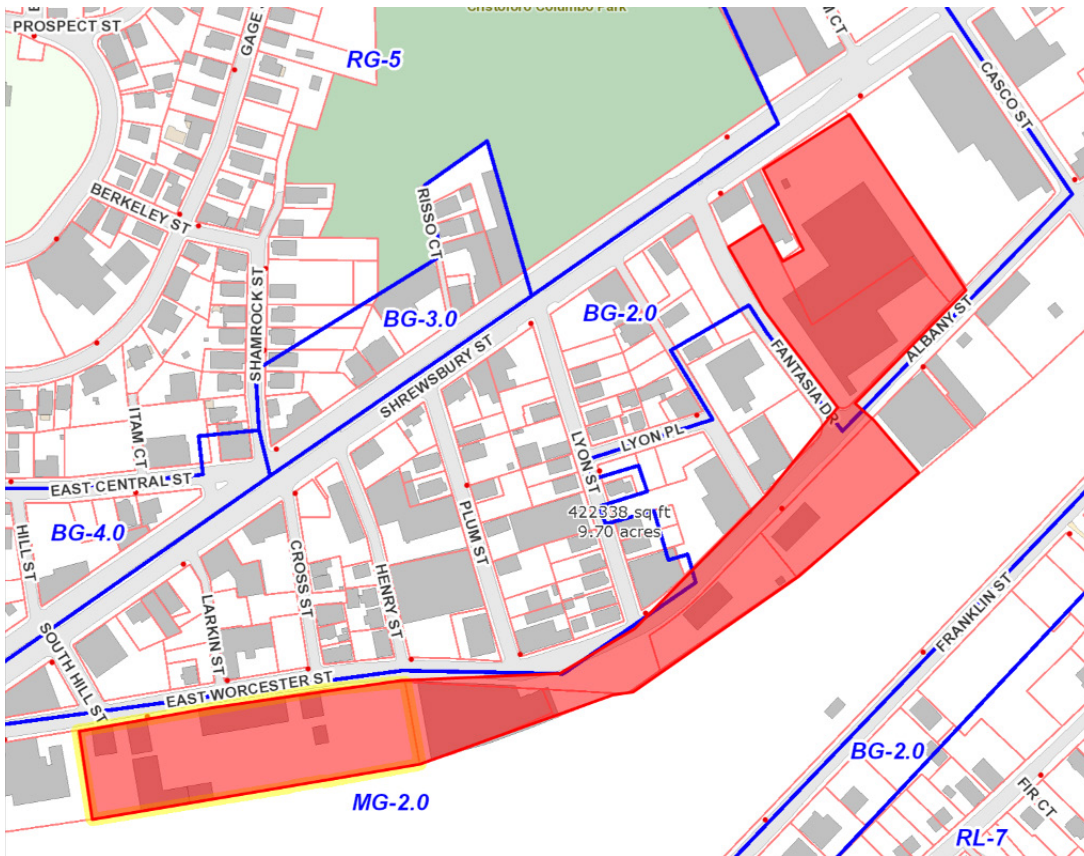
Outlines the areas that are problematic within the district, including perceived lack of parking, possible contamination of some redevelopment sites, the current condition of the neighborhood infrastructure, and the identification of alternate sites for relocation of DPW operations.

Recommendations

Proposes a number of redevelopment scenarios that would increase housing and commercial activity in the district while strengthening the Shrewsbury Street retail/restaurant corridor.

Funding Sources/Resources

Provides a list of potential funding sources through federal and state agencies pertinent to the redevelopment of the City of Worcester assets.



Study Area – East Worcester/Shrewsbury Corridor.



Study Area – East Worcester/Shrewsbury Corridor.

ULI and the TAP Process

The Urban Land Institute is a 501(c)(3) nonprofit research and education organization supported by its members. The mission of ULI is to shape the future of the built environment for transformative impact in communities worldwide. Founded in 1936, the Institute has grown to over 45,000 members worldwide, representing the entire spectrum of land use and real estate development disciplines working in private enterprise and public service. ULI membership includes developers, architects, planners, lawyers, bankers, and economic development professionals as well as other related disciplines.

The Boston/New England District Council of ULI serves the six New England states and has over 1,400 members. As a preeminent, multidisciplinary real estate forum, ULI Boston/New England facilitates the open exchange of ideas, information, and experience among local and regional leaders and policymakers dedicated to creating better places.

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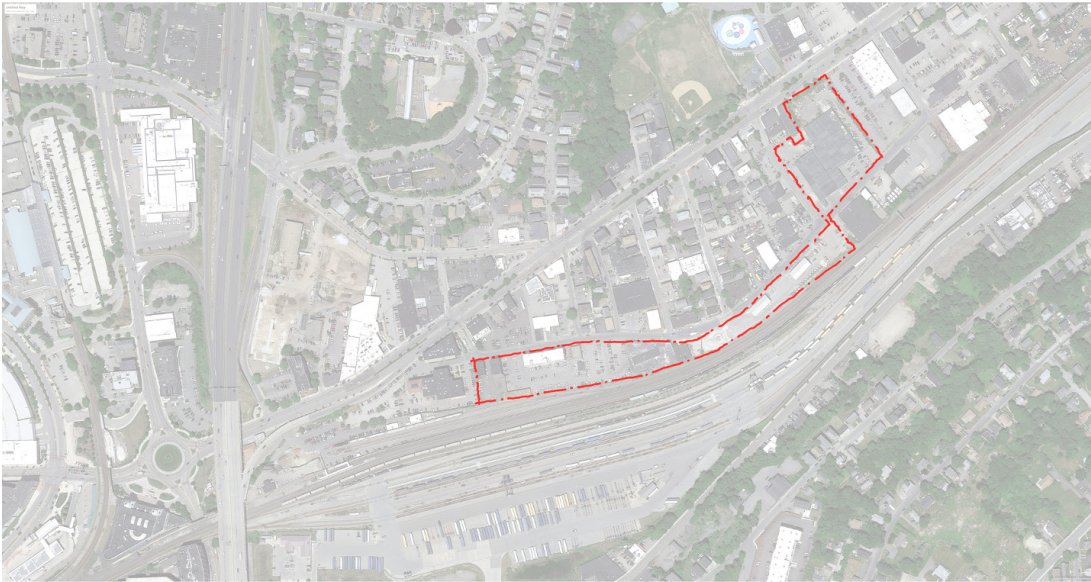
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MassDevelopment

MassDevelopment is the Commonwealth's economic development and finance authority. The quasi-public agency works closely with state, local and federal officials to increase housing and create jobs. With the power to act as both a lender and developer, MassDevelopment also works to fill in gaps in infrastructure, transportation, energy, and other areas that may be holding back economic growth. MassDevelopment has worked with ULI since 2011 to help sponsor and support the TAP process in cities and towns across the Commonwealth.

Panel Members

ULI Boston/New England convened a volunteer panel of experts whose members represent the range of disciplines necessary to analyze the challenges and uncover opportunities that will help the City of Worcester transform City-owned parcels and properties into a thriving mixed-use neighborhood. Member practice areas included architects, engineers, developers, a



Site area with DPW property outlined in red.

real estate attorney, and a finance expert. The following is a list of panelists:

Chair

Andrew Colbert, senior project director, WinnCompanies

Panel

Aida Diakite, assistant project manager, Trinity Financial

Tiffany Gallo, vice president of project development, Timberline Construction

Amanda Gregoire, vice president of real estate, MassDevelopment

Abigail Hammett, associate principal/managing director, brick.

Doug Manz, partner, chief investment officer, The HYM Investment Group

Paul Momnie, real estate attorney, Goulston Storrs

Keri Pyke, chief people officer, Howard Stein Hudson

Seth Riseman, principal, Handel Architects

Paul Schlapobersky, associate principal, SCB

Panelists have donated their time.

ULI Staff

Catherine Rollins, director

Timothy Moore, manager

TAP Writer: Mike Hoban, principal, Hoban Communications

Stakeholders

The TAP also benefited from the participation of several stakeholders representing the district, including property and business owners, City officials, and residents.

The following is the list of stakeholders:

Diana Biancheria, resident/former Worcester School Committee member

Craig Blais, president and CEO, Worcester Business Development Corporation

Gina Cariglia, resident/business owner, Gina's Hair Salon

Charran Fisher, resident/business owner, Worcester License Commission member

Albert Lavalley, resident/chair of Worcester Planning Board

Candy Mero-Carlson, District 2 City Councilor

Steve Tankanow, business owner, Bancroft School of Massage

Project Area Tour

Panelists gathered at the Worcester Department of Transportation & Mobility building (formerly the DPW Customer Service building), located within the study area, and were greeted by Peter Dunn, chief development officer for the City of Worcester. Following a short briefing, Dunn led panelists on a walking tour of the study area and was joined by Worcester Business Development Corp (WBDC) executive VP Roberta Brien



The Panel touring the study area.



Existing conditions along East Worcester Street.



Existing conditions along Shrewsbury Street.

and assistant chief development officer Paul Morano.

As panelists walked past the adjoining DPW building on E. Worcester Street towards Cross Street, they observed several cars parked on the sidewalk, making passage somewhat difficult. Across the street from the DPW building is a mix of light industrial buildings. The tour passed the large DPW parking lot, which sits across from a pair of residential properties at the corner of Cross Street and a glass business. Proceeding down E. Worcester Street, there were multiple brick one to four-story buildings with a mix of office and some service-based retail uses, with surface parking lots and some light industrial uses across the street. The tour stopped at a historic building that houses the Worcester Business Development Corporation offices, with the popular Italian eatery VIA Italian Table occupying the entirety of the first floor.

The tour reversed direction and headed to the opposite end of the study area. Panelists passed by the large sand and salt lots at the point where East Worcester transitions into Albany Street, and noted a light industrial building and a single residential building with 6-8 units across the street. Further down the road, there were additional industrial uses such as auto repair shops, the City parking lot for employees and City vehicles, and the DPW garage and gasoline station. The tour proceeded past Fantasia Street to the intersection of 68 Albany Street/225 Shrewsbury Street, an active retail plaza. A portion of the site will be redeveloped by Lundgren Equity Partners into a seven-story, 218-unit apartment building with 178 parking spaces.

The tour passed through the site to Shrewsbury Street, a bustling retail corridor known as “Restaurant Row.” The street serves as a busy thoroughfare for Worcester, divided by a tree-lined median, with two-and three-story buildings on either side. The tour then returned to the Transportation & Mobility building via a “ladder” street, Lyons Street, one of a handful that connects East Worcester and Albany Streets to Shrewsbury Street. Panelists then conducted stakeholder interviews with residents, business owners, and public officials to better understand the needs of district residents and business owners representing the community. Panelists then reconvened to assess the information and to develop recommendations for the transformation of the study area and presented their recommendations that evening to the Albany Street Committee at the Transportation & Mobility building.

Purpose of the TAP and Project Background

The City of Worcester sought the help of the ULI TAP to provide guidance for developing a vision for the redevelopment of the existing Department of Public Works (DPW) Campus. Located along Albany Street and East Worcester Street, the campus is comprised of administrative offices, garage space, surface lots, and storage yards for sand and salt used during weather emergencies. The campus totals approximately 10 acres and 180,000 square feet of building space in a mixed-use neighborhood that is primarily industrial uses with some residential units. East Worcester and Albany Streets run adjacent to Shrewsbury Street, a thriving retail/restaurant corridor that also serves as a thoroughfare to access Interstate 290 (I-290).

The panelists were asked to address the following questions:

Land-use/Zoning: What is the highest and best use of the DPW land and buildings that will also meet the needs and priorities of the community? Please include any recommendations relative to the existing zoning in the area.

Transportation/Infrastructure: What recommendations could the panel make relative to parking, traffic flow, and other infrastructure elements, including water/sewer considerations or other sustainable/resilient design elements?

Market Feasibility: How would the proposed vision for land use fare in the short-term and the long-term, both in Worcester and regionally? Is the vision consistent with the other adopted plans or goals of the City of Worcester?

City of Worcester Snapshot

The City of Worcester is the second most populous city in New England, located within 40 miles of the major metros of Boston and Providence, and 50 miles east of Springfield. Named after Worcester, England, its geographic location in the middle of Massachusetts has earned the city the moniker of the “Heart of the Commonwealth”.

Incorporated as a town in 1722 and a city in 1848, Worcester became a thriving industrial hub in the 19th century, following the opening of the Blackstone Canal in 1928 and the completion of the Worcester and Boston Railroad in 1835. The city features many examples of Victorian-era mill architecture from that era, many of which have undergone conversions into multifamily and office space in recent years. After World War II, Worcester began to fall into decline as the city lost its manufacturing base to less expensive alternatives across the country and overseas. The city has rebounded economically over the last few decades on the strength of its focus on healthcare (the UMass Memorial Medical Center is the largest hospital in central Massachusetts) and biomedical research, with the development of the Massachusetts Biotechnology Research Park.

More recently, the city has begun to focus on becoming a center of biomanufacturing, with the development of The Reactory, a 46-acre park with approximately 500,000 SF of biomanufacturing capacity within the City of Worcester. The City is also home to eight colleges and universities, providing an educated talent pool for the tech and biomedical industries.

Over the last 25 years, the City has invested heavily in the revitalization of its downtown and neighborhoods, including the renovation of the city's convention venue, the DCU Center; the revitalization of the Canal and Theater Districts, including the Hanover Theatre for the Performing Arts; the renovation of Union Station, the MBTA commuter rail and bus terminal; and more recently, Polar Park, home to the WooSox.

Transportation and Highway Access

Highways – Interstate 290 (I-290) runs through the heart of the City, providing access to I-190 (north), I-495 (north and south), and Route 146 (south). The Massachusetts Turnpike I-90 (east and west) and I-84 (south) are easily accessible via these highways.

Train and Bus Service – Union Station is an inter-modal hub providing train and bus service. The MBTA Framingham-Worcester Commuter Rail Line provides service between Worcester and Boston. The Worcester Regional Transit Authority provides bus service throughout the City and into surrounding towns from the transportation hub adjacent to Union Station. There are also private bus lines to accommodate travelers going outside of the City.

Population, Demographics, Housing Data

According to the U.S. Census Bureau, the population for the City of Worcester is the fastest-growing New England city, undergoing a significant population increase, from 181,045 in 2010 to 205,918 in July of 2021, a 13.7% increase. The population is 53.6% White (alone); 23.9 Hispanic/Latino (any race); 12.7% Black; 7.2% Asian; and 9.8%, Two or more races. Median household income is \$56,746, with a poverty rate of 19.3 percent. The average Worcester home value is \$365,166 as of February 2023, up 7.8% over the past year, according to Zillow.

Renter-households in Worcester have become increasingly cost-burdened over time,

potentially pricing many long-time residents out of the city, according to the Worcester Regional Research Bureau. Between 2010 and 2020, the percentage of renter-occupied units in the city that were cost-burdened—that is, households that spend more than 30% of their monthly income on housing costs—grew to more than 50%. Data from the Zillow Observed Rent Index, which tracks typical observed market rate rent, from March 2015 through August 2022 shows observed rent increasing from just over \$1,000 to just over \$1,800 in that time frame, an 80% increase, according to Zillow data.

The Study Area

The study area consists of the East Worcester and Albany Streets neighborhood and a portion of Shrewsbury Street. The DPW campus is comprised of land and buildings along Albany and East Worcester Streets, totaling approximately 10 acres and 180,000 square feet of building space. The building space includes administrative offices, customer service, garaging, and sand and salt lots for snow emergencies. The East Worcester and Albany Street portion of the study area is intermingled with a mix of often-conflicting uses on the same street, including office buildings, small-scale residential units, surface lots, and various industrial uses such as auto-related businesses. This collection of properties is adjacent to Shrewsbury Street, a critical commercial corridor that connects the Downtown and Union Station with the East Side of the city, and is a gateway to Route 9, the UMass Memorial Medical Center, UMass Medicine Science Park, the Reactory Biomanufacturing Park, and the Town of Shrewsbury.

There is also a large park (Cristoforo Colombo Park) along Shrewsbury Street. The study area is within close proximity to Union Station (Framingham/Worcester Line commuter rail, the WRTA, and private bus lines) and downtown Worcester.

Assets and Opportunities

Large Scale of Development Parcels – The sheer size and contiguous nature of the City-owned parcels allows for a wide range of development possibilities for the City and potential partners.

Multi-story Historic Buildings Along East Worcester Street – The one to four-story brick office buildings along E. Worcester – some dating to the late 1800s – lend character to the neighborhood and create appeal for potential re-purposing of the assets in creative ways.

Thriving Mixed-use Neighborhood – The restaurants and retail along Shrewsbury Street draw visitors from throughout the City and region, while the East Worcester/Albany Street corridor offers industrial uses and small-scale multifamily.

Challenges

Parking – Unlike downtown and the Canal District, there is no metered parking on Shrewsbury Street or the remainder of the study area, largely due to historical precedent. There are also no municipal lots in the study area. Stakeholders noted that paying for parking is not something residents are accustomed to and it may cause some initial consternation if municipal lots or metered parking are instituted. Some of these issues may be tied to the lack of a walkable pedestrian environment, such as unsafe crossing conditions on Shrewsbury Street or a lack of lighting on E. Worcester and Albany Streets. In addition, the underlining zoning for the district requires more off-street parking than what is considered to be in line with best urban planning practices.

Possible Site Contamination – Given the nature of many of the uses (heavily weighted towards automobile-related businesses) in the East Worcester/Albany corridor, some sites would likely require remediation prior to redevelopment.

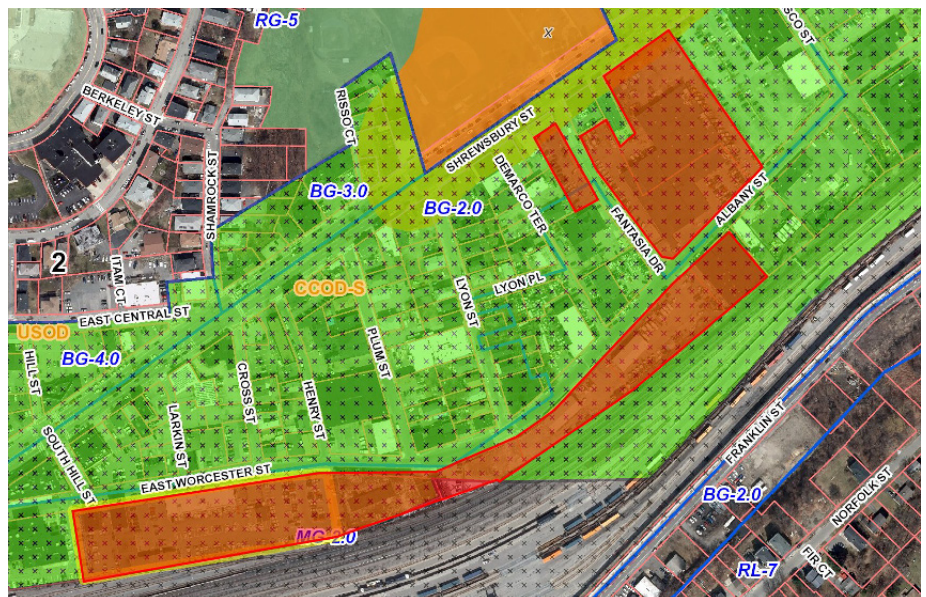
DPW Operations Relocations – In order to maximize the value of the City-owned parcels, some of the City operations, particularly the sand and salt yards, would need to be relocated within the City – without compromising access for the DPW's snow response team.

Condition of Infrastructure – The roadways and utilities, particularly along the East Worcester/Albany corridor, need significant upgrades.

Integration of New Development with Existing Neighborhood – Careful consideration must be given to the process of redeveloping the neighborhood in a thoughtful manner that minimizes the impact on current residents.

Proximity to Rail yard – Any redevelopment scenario must take into account the presence of the rail yard in terms of noise, aesthetics, etc.

Current zoning in the area presents numerous challenges.



Recommendations

Goals

- Leverage City assets into redevelopment & economic development opportunities
- Create 18/7 activity on the street
- Improve safety within the district
- Solve parking and right-of-way issues
- Maintain and build on existing neighborhood character
- Leverage existing buildings
- Support local businesses
- Improve neighborhood-wide infrastructure and streetscape improvements
- Phase projects in a thoughtful manner

After studying the DPW sites in great detail, exploring the broader neighborhood, and speaking with stakeholders, the panel made the following general observations:

Zoning – The underlying zoning is split between two districts – BG3, which is general business, and MG-2, which is manufacturing. These districts bisect the actual DPW site and the broader Shrewsbury Street neighborhood, and while there is some multifamily in the study area – either existing or under construction – it is not currently allowed by right. This may present a challenge to future development of the parcels in the broader neighborhood.

While some multifamily is allowed within the study area, there are challenges to achieving density beyond a triple-decker. The current zoning requires ground-floor commercial uses for larger residential buildings. While this may be appropriate for the Shrewsbury Street corridor, it is not the best practice for multifamily development on East Worcester or Albany Streets. Having additional ground floor commercial/retail in the neighborhood

may hurt existing restaurants and retail on Shrewsbury Street. Any redevelopment plan should focus on enhancing Shrewsbury Street as a retail/restaurant corridor with the DPW parcels reserved for other uses.

Visitor Experience – How are people coming to and leaving the area and how they are spending their time in the broader area? Panelists studied the existing rights of way on East Worcester, Albany, and Shrewsbury Streets, as well as the “ladder streets” that connect those main thoroughfares throughout the neighborhood. We also examined the existing signalized intersections and pedestrian crossings (or lack thereof) to propose enhancements to improve vehicular, non-vehicular, and pedestrian connections throughout the district.

Green space – There is ample green space in the district, including Cristoforo Colombo Park and plantings and trees along Shrewsbury Street, but the remainder of the study area is considerably less green. Setting a consistent development and infrastructure plan for the network of streets will enhance the entire district and create a true neighborhood feel. These improvements should include improved street lighting, sidewalks, street trees, plantings, etc. to achieve consistency throughout the district that will connect to Cristoforo Colombo Park.

Transportation Improvements – Safe pedestrian crossings are vital to creating a thriving Shrewsbury Street corridor. The restaurant/retail businesses are currently destination-based, with little movement by customers/patrons between restaurants or other businesses. This is primarily due to the unsafe pedestrian experience, with signalized intersections multiple blocks apart, making



Suggested Urban Design Framework.



Suggested Urban Design Framework.



Precedents – Mixed-Use Development & Step-Backs.

safe crossings inconvenient and difficult. Any redevelopment scenario should aim to enhance the connections between the South and North sides of Shrewsbury Street to promote a better pedestrian experience and create a walkable neighborhood that will improve access to Shrewsbury Street's retail and restaurant offerings.

Land Use and Zoning

As previously noted, the study area is split between two underlying zoning districts (BG3 (general business) and MG-2 (manufacturing)). There is already an overlay in place – the Shrewsbury Street Commercial Corridor Overlay, but it is not sufficient in its current form to accommodate some of the uses or design elements that are being proposed.

The first zoning change panelists recommend would be to eliminate the ground-floor retail requirement for new multifamily development in the study area (excluding Shrewsbury Street). Having retail on the first floor of new developments along East Worcester, Albany, and the ladder streets would draw the focus away from the existing and future retail along the Shrewsbury Street commercial corridor, which is one of the neighborhood's strengths. In addition, panelists do not feel that the additional retail created by the requirement would be adequately supported, relative to the amount of existing and planned residential that would be developed in the neighborhood. Such a requirement could also mean the possibility of empty storefronts and underutilized building space.

Create Height Step-back from Shrewsbury Street – This model will encourage pedestrian scale on Shrewsbury Street, and as additional development happens (with ground floor retail), it is important that the new buildings not overpower the pedestrian experience. Such a design would also respect Cristoforo Colombo Park and the residential (North) side of Shrewsbury Street. Avoiding tall buildings adjacent to the park will prevent shadows and preserve the percentage of sky visible from the space while keeping the larger scale development further back towards the railyards.

Using this model, the new development would begin as a lower-rise development (up to three stories total or a three-story frontage with increased height at the rear of the building to maintain pedestrian scale) along Shrewsbury Street. Heights would gradually increase to four stories mid-block with additional development stepping back towards the railyards, up to 6 stories abutting the railway. This type of development would also create a buffer from the railyards. The crescent shape of the parcels owned by the DPW also creates an opportunity to create some density, and buffer the railway line from the rest of the neighborhood.

Increase Connectivity

Panelists examined the connections beyond the immediate study area to Union Station and the Polar Park area. Although the I-290 ramp at Exit 19 is an obstacle to pedestrians and cyclists, they could potentially navigate around to the south side of the ramp through the creation of a greenway. Although given the overabundance of ramps to I-290 along Shrewsbury Street, the ramp could potentially be removed (which will be discussed elsewhere in the report). Building a greenway south of the existing I-290 ramp could also be coordinated to connect with the lengthened Union Station commuter rail platform. Current plans call for the platform to connect to the general vicinity of the 45 Shrewsbury Street parking lot, which will be extended to the east side of I-290. This would provide the opportunity for pedestrians to utilize the station walkway to connect directly to the station from east of I-290 and to easily connect to the Green Island (Polar Park) district on foot.

Transportation and Infrastructure

Assets

- Proximity to job centers
- District connectivity
- Width of Shrewsbury Street
- Access to transit
- Street layout (ladder street)
- Secondary street system

Challenges

- Highway off-ramp
- Lack of pedestrian protections on Shrewsbury Street
- Perceived lack of parking
- Lack of public infrastructure, contributing to safety concerns

Shrewsbury Street Corridor

Slide 42 – Shrewsbury Street as it Currently Exists

In its current configuration, Shrewsbury Street has two lanes going in each direction, separated by a median with trees, with some

painted midblock crossing locations and sidewalks on both sides of the street. Panelists devised a number of reconfiguration options (as illustrated at the top of page 15), each with their own pros and cons:

OPTION 1

Shrewsbury Street drivers often travel at excessive speeds, and while the median currently in place offers a greater degree of safety for motorists in preventing head-on crashes, it also encourages speeding and creates a less safe environment for pedestrians and bicyclists. Eliminating the median would create extra space that will lead to increased redevelopment opportunities for Shrewsbury Street. The proposed redesign would allow for outdoor dining next to the buildings on the South side of the street, as well as sidewalks and street trees. This design would also allow for two travel lanes in either direction as well as a parking lane on both sides.

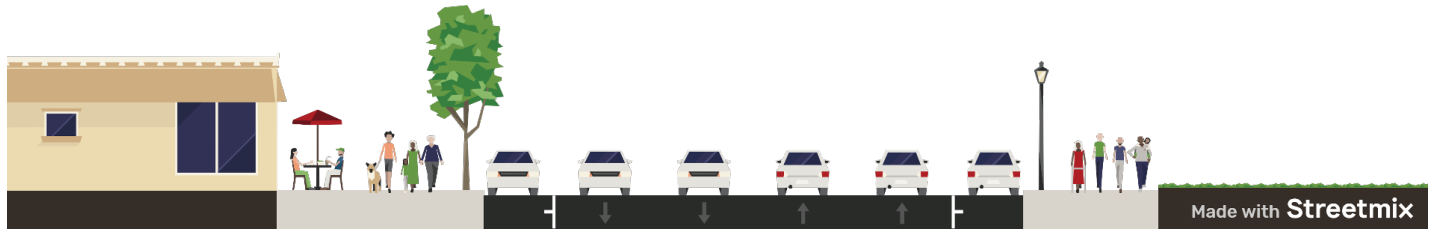
OPTION 2

This option would also eliminate the median (as a traffic-calming measure) and retain the same number of travel and parking lanes in either direction. But instead of outdoor dining, the design would allow for a two-way cycle track for bikes. This would allow for increased connectivity between downtown, the medical center, the UMass campus, and the various parks within the district for bikes, and be part of the larger bike infrastructure in Worcester. It would also ensure a greater degree of safety provided by the buffer between the parking lane and the two-way cycle track.

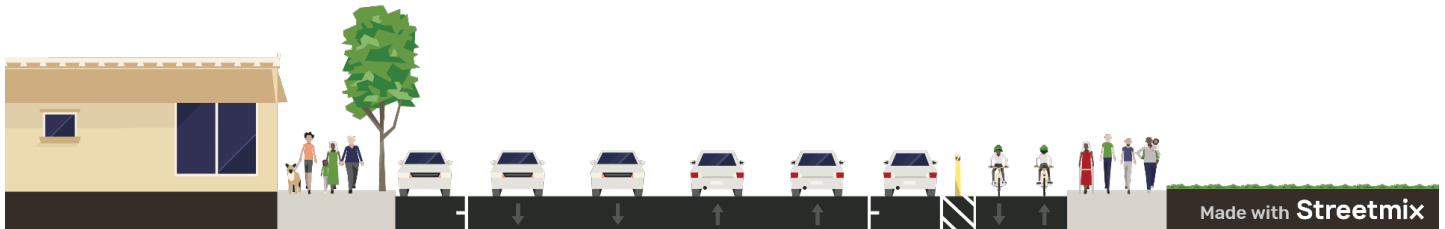
OPTION 3

This more radical option also eliminates the median, but reduces traffic lanes to one in each direction, with a center-turn lane with left-turn pockets to the ladder streets from Shrewsbury Street. The center lane would also create a lane for emergency vehicles, particularly ambulances traveling to and from UMass Medical Center. The parking lanes on both sides would also be retained, and the bike lanes would now be on both sides. The additional space created would allow for outdoor dining and street trees along the South side.

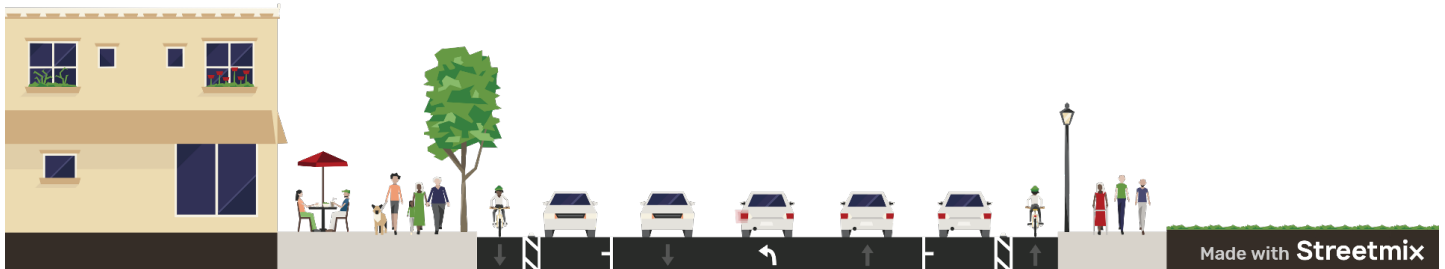
Shrewsbury St - Option 1



Shrewsbury St - Option 2



Shrewsbury St - Option 3



Shrewsbury St - Option 4



OPTION 4

The most radical of the options, this design retains the current median but reduces the traffic lanes to one in each direction. It keeps the parking lanes on either side, as well as the bike lanes and buffers. Keeping the median in place would require less construction while allowing for changes between the curbs.

East Worcester/Albany Street Corridor

Slide 47 – East Worcester/Albany Street as it Currently Exists

East Worcester Street has narrow sidewalks on either side, with one traffic lane going in either direction. Because of the narrow streets, motorists often park with their tires on the curb. Panelists propose these various redevelopment options:

OPTION 1 (SLIDE 48)

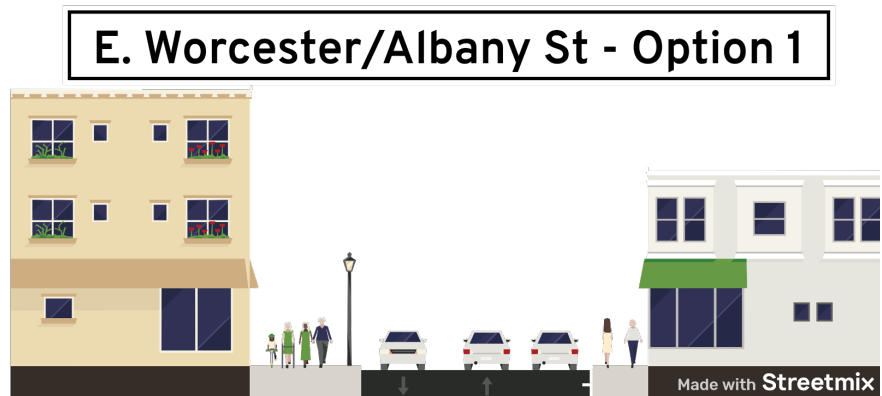
This scenario would maintain the parking lane on the North side of the street, away from the existing development parcels (the new developments will include their own parking instead of street parking). The sidewalks on both sides of the street would be widened, with the South side (where DPW properties are located) constructed somewhat wider to accommodate streetlights. While dedicated bike accommodations were considered, panelists determined that East Worcester is a lightly trafficked street that may not need separate bike lanes. Instead, priority sharrows (typically white pavement markings showing a bicycle symbol with two chevrons on top) could be used to indicate a bike lane.

Slide 49 Current Ladder Streets – Circulation

Both Fantasia and South Hill Streets have two-way traffic, while the remainder of the ladder streets connecting from Shrewsbury Street are one-way (southbound). Panelists feel that there is a need to create a northbound ladder street that cuts through the middle of



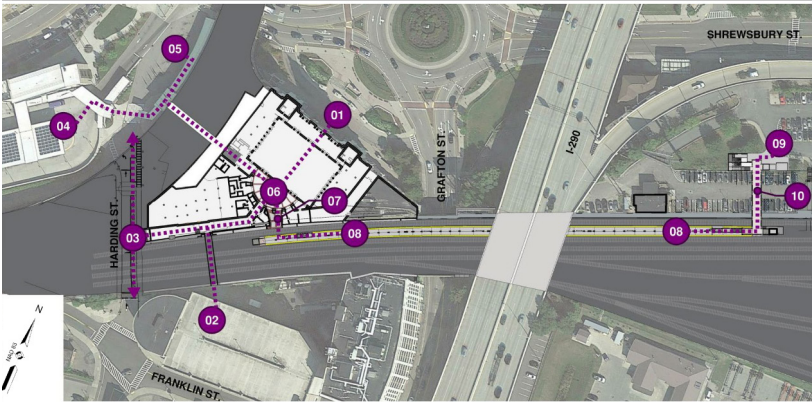
East Worcester/Albany Street – Existing.



East Worcester/Albany Street – Options.



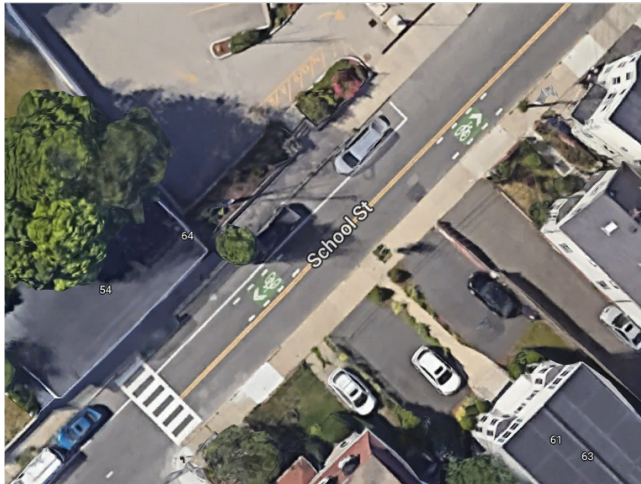
Ladder Streets - Circulation.



Points of transportation and infrastructure improvements.



Pedestrian-scale lighting in Central Square, East Boston, MA.



Priority sharrow along School Street in Everett, MA.



Rectangular Rapid Flashing Beacon along Massachusetts Avenue in Cambridge, MA.

the district to Shrewsbury Street. The City should consider making it a signalized intersection.

Slide 51, Precedent Example – Boylston Street near Fenway Park, Boston MA

Stakeholders expressed concerns about pedestrian safety due to the excessive speeding on Shrewsbury Street as it currently exists. Although there are crosswalks along the street, they are often multiple blocks apart, and the ones that are not signalized do not feel safe to pedestrians. The panel recommends the installation of rectangular rapid-flashing beacons (RRFBs) that indicate to drivers that a pedestrian is waiting for or is actively using the crosswalk and that drivers should come to a full stop. Other options for traffic calming measures would be to consider using raised crosswalks, which would discourage speeding without using law enforcement resources, or installing radar speed signs (also known as “Your Speed” signs) to slow traffic. Other suggestions for the district would include increased pedestrian scale street lighting for both East Worcester/Albany Street to increase safety as well as additional lighting on Shrewsbury Street.

Panelists also encourage the City to consider closing the Exit 19 I-290 ramp but acknowledge that this may be a longer-range goal, given that doing so would involve MassDOT and other agencies. Panelists feel that the ramp is redundant, given that the next ramp to I-290 on the northbound side is approximately 750 feet further down the road. Removal of the ramp would help with connectivity to Union Station, which is currently undergoing enhancements, while also helping the flow of traffic on I-290.

Slide 52 Precedent Examples of streetlighting, RRFBs, priority sharrows

Proposed Project Phasing

Slide 58 – Overview of Study Area

The redevelopment of the district should be executed in phases, rather than releasing all of the parcels at once as a single entity for development. This will help to avoid the possibility of creating a project too large and too uniform that would abruptly change the character of the existing neighborhood. The panel proposes a thoughtful

phasing of the project that will have a more organic feel and allow the City to gauge how each phase is working with respect to the neighborhood, before making final decisions that impact the entirety of the site. This will allow the City to learn from the early phases to make sure that later development will accomplish what is best for the neighborhood and Worcester as a whole.

Panelists determined that, based on the configuration of the parcels, the optimal action may be to approach the site from two directions – literally and figuratively. Development should begin simultaneously, with the large parcel at the corner of Shrewsbury and Fantasia Streets down to Albany Street (Zone 1) on one end, and the DPW office buildings on East Worcester Street (Zone 2) on the other. This approach literally brackets the neighborhood from both sides without radically altering the neighborhood all at once. It also allows the City to create variety by mixing larger scale developments with smaller-scale projects, and new construction with existing historic buildings. This approach would allow the development to stay true to the neighborhood's rich mixed-use character by balancing denser housing uses in Zone 1 with a mix of other uses in Zone 2. It also allows the City to begin development simultaneously on the parcel with the greatest revenue generation potential (Zone 1) and

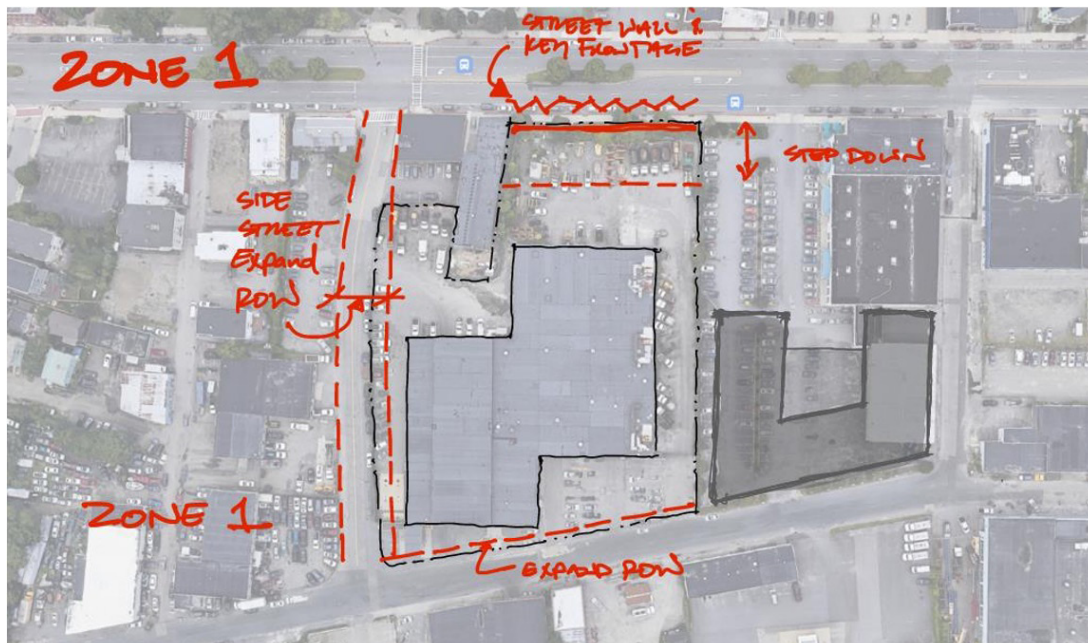
a parcel with the greatest opportunity for community benefits (Zone 2).

This proposal provides variety in the initial phase while allowing the City time to explore options for the more developmentally challenging parcels and to study the relocation of the DPW salt and sand yards. It also has the potential to let successful early-phase projects bolster the market for later-phase parcels and provide greater revenue to the City. It also allows the City to experiment with interim uses on the later phase parcels, such as surface parking lots that can serve the Shrewsbury Street retail/restaurant corridor as well as temporary recreational uses to drive traffic to the district. This model balances many different goals simultaneously and allows Zones 3 and 4 to develop more organically in response to projects completed in the initial phase.

Zone 1 – 29 Albany Street/Central Garage

Slide 59 – Zone 1 – 29 Albany Street/Central Garage

This image depicts the key opportunities and constraints of the Zone 1 site. As the largest of the DPW parcels at 3.8 acres, this site represents the most significant development opportunity of all the DPW parcels. The site is approximately twice the size and could



Zone 1 - 29 Albany Street / Central Garage



Zone 1 - 29 Albany Street / Central Garage.

accommodate twice the capacity of the adjacent site, where a 218-unit development has been approved. The Zone 1 site is contiguous and easier to develop than the other DPW parcels, due in part to the nearly rectangular site configuration. There is also direct frontage onto Shrewsbury Street with the opportunity for new active retail. Additionally, the adjacent right-of-ways along Fantasia and Albany Streets could be expanded (where possible) to accommodate a better flow for pedestrians, bicyclists, and vehicles.

Slide 60 – Zone 1 – 29 Albany Street/Central Garage

This image represents a “test-fit” design scenario for the site. The site is large enough to be developed in two phases with one or multiple buildings. The new development should have enough new parking to support itself, with the possibility of additional parking to help support existing uses within the district without further straining the existing parking supply. This option also includes a courtyard, adding private, and possibly public, greenspace to the district. Multifamily buildings with active street frontages could be built on the site facing Albany and Fantasia Streets with multiple addresses and lobbies.

Slide 61 – Zone 1 – 29 Albany Street/Central Garage

This alternative design would not only improve Fantasia Street but also include a new connector between Albany and Shrewsbury Streets. Known as a woonerf (a Dutch term which means “living street”) this pedestrian/vehicular street would also serve as a primary or secondary address for the multifamily buildings while breaking up the block and providing some spacing between the approved building on the adjacent site.

Slide 62 – Zone 1 – 29 Albany Street/Central Garage

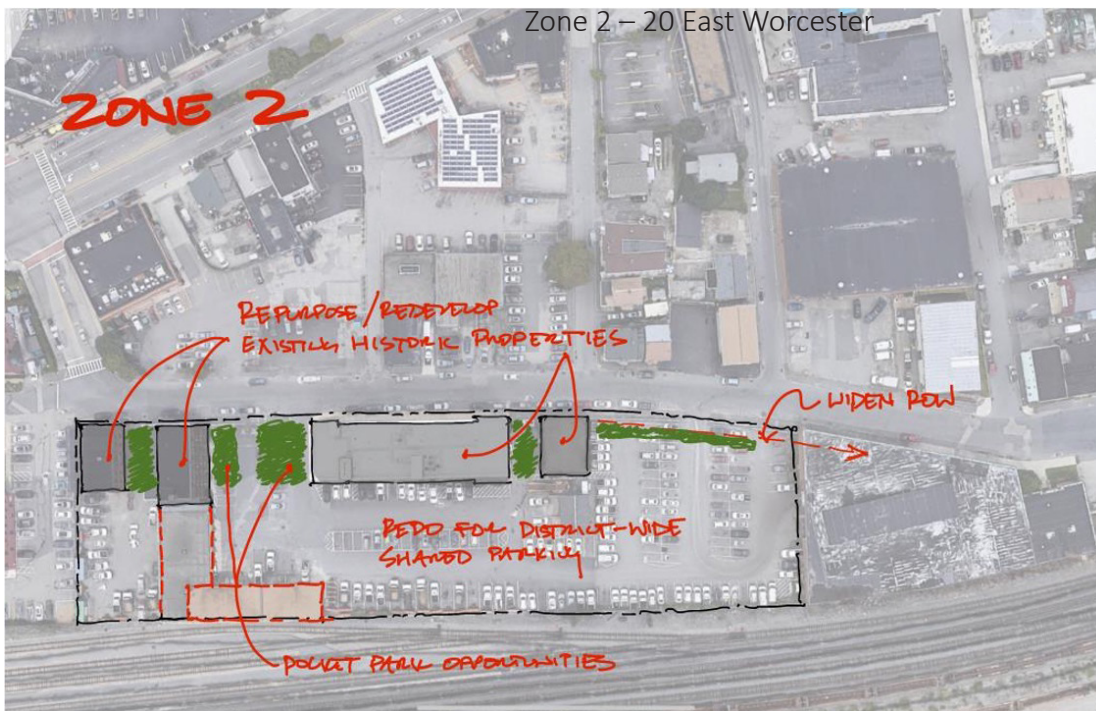
Since Shrewsbury Street is currently comprised of one to four-story buildings, future buildings along Shrewsbury may want to step down to approximately four stories along the street. This image is an example of a step-down multifamily building with active street frontages, which increases in height as it steps back.



Zone 1 - 29 Albany Street / Central Garage.



Zone 1 - 29 Albany Street / Central Garage.



Left: Zone 2 – 20 East Worcester.

Below Top: Small business and co-working.

Bottom Middle: Hotel conversion.

Bottom: Artists' studios.

Zone 2 – 20 East Worcester Street – Adaptive Re-use Opportunities

Slide 63 Zone 2 – 20 East Worcester Street

Zone 2 consists of multi-story DPW buildings that are prime candidates for adaptive reuse. Although there is a strong market for new market-rate housing, the same cannot be said of new commercial development in this market cycle. In keeping with the desire of the City to maintain and build upon a mixed-use district, panelists suggest that rather than dispose of or demolish the existing buildings to build additional multifamily, the buildings could be repurposed as incubator or community space catering to smaller tenants. While new commercial development is not market-feasible, leasing existing buildings is. The existing properties would require minimal buildout investment, so rents would be more accessible to startups, small businesses, and community groups.

Preserving the buildings could also help to resolve the district parking issue, with surface parking reserved for tenants from 9-5 but available to the public after business hours or on weekends to serve the Shrewsbury Street restaurants and retail. In addition, there could be interim alternative uses for some of the excess parking space, such as creating parklets and bringing in food trucks to create vibrancy in the redeveloping neighborhood.

Slide 64 & 65 – Zone 2 – 20 East Worcester Street

The adjacent photos provide examples of uses for repurposed DPW buildings. This scenario would encourage



Right: Zone 2 – 20 East Worcester .

Below Top: Greentown Labs type incubators.

Bottom Middle: Distillery.

Bottom Middle: Life science incubator and support companies

Bottom: Residential service based retail.



an eclectic mix of tenants. It should be noted that this does not necessarily mean subsidized leasing rates. The plan would be to have the City retain ownership of the buildings, partner with a local nonprofit or management company, and in a phased way begin to lease the buildings out to smaller tenants, creating activity within the district. This could be done at the same time as the Zone 1 redevelopment, shortening the timeline for the re-imagining of the district. Longer term, an above-grade garage could also be built on one of the vacant lots, thus freeing up the parking lots for further infill development.

Zones 3 & 4 – Interim Uses

SLIDE 66, Zones 3 & 4 – Interim Uses

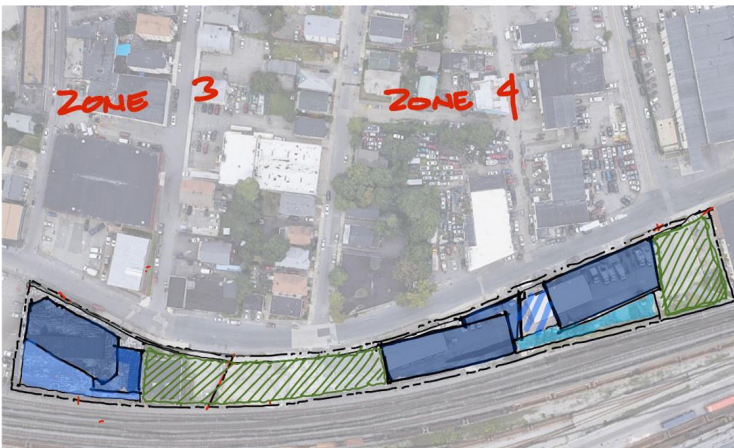
The remaining two parcels will eventually tie all of the redevelopment elements within the district together. But by using a phased approach, it allows the City to see which of those elements are most successful as the process moves forward and the market evolves. Such an approach allows flexibility in decision-making for the final two parcels. It also allows the City more time to investigate potential sites for the relocation of the salt and sand yards.

Slide 67 Zones 3 & 4 – Full Build-Out

Slide 68 Zones 3 & 4 – Full Build-Out – Parcel Swap

In the event that the district redevelopment calls for more housing, this scenario provides the option for additional residential to be built closer to Shrewsbury Street by executing a land swap with existing businesses that could relocate to the DPW properties closer to the railyard. The space could also be used for commercial uses, open space (in the form of pocket parks),





Zones 3 & 4 – Full Build-Out.



Zones 3 & 4 -- Full Build-Out – Parcel Swap.

or possibly structured parking, subject to demand.

Slide 69 Zones 3 & 4 – Full Build-Out – Many Opportunities

Slide 70 – Infrastructure Improvements

The district is in need of multiple infrastructure improvements. During this period of planning and redevelopment, it would be advantageous for the City to look at this area as a whole and assess the current capacity and required development needs for water, sewer, and electrical infrastructure. Also, the existing

utilities and how they can be generally improved should be reviewed. For example, it appears that the majority of power distribution is above ground on Albany Street. During this redevelopment phase, it may make sense to relocate the power lines to underground distribution. This upgrade can provide a more reliable power source, increase safety, and reduce the risk of power outages.

Wayfinding & Signage – As phases are completed, the City should replicate the exemplary work done with wayfinding and signage on Shrewsbury Street and other



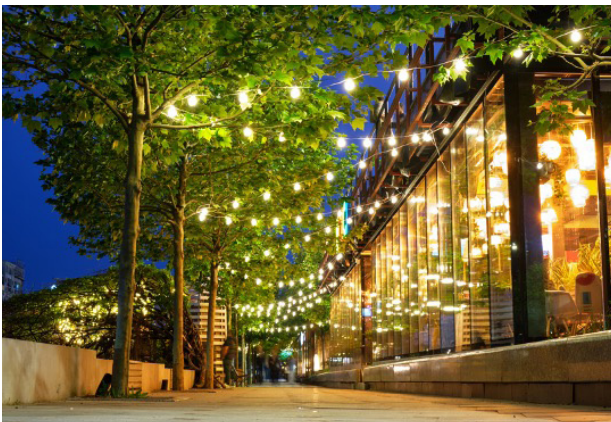
Top Left: Different housing typologies.
 Top Right: Open space.
 Bottom Left: Commercial.
 Bottom Right: Parking garages.



Coordinate with existing district signage standards.



Electrical supply and vehicle infrastructure.



Place finding lighting.



New sidewalks, safety lighting, paving E. Worcester/Albany.

vibrant districts.

Place Finding Lighting – In addition to wayfinding through signage, creating additional wayfinding through lighting is also essential. Lighting will be a fundamental part of providing a pathway for pedestrians as well as providing cues to draw pedestrians into local experiences and businesses. Once arriving at their location, the lighting can also support the desired ambiance of the space, which adds to the further character development of the area. Whether the space is meant to be an outdoor relaxing bistro dining area or a vibrant residential community gathering spot, lighting can lead the community to those spaces and allow them to have a premium experience and enhance the neighborhood.

Electric Vehicle Infrastructure – Although private developers will probably provide charging stations for electric vehicles to meet anticipated market demand, the City should coordinate with utilities to provide adequate infrastructure.

Once the infrastructure is provided, the City can consider providing an area for public electric vehicle charging. Many studies show that with the current demand for electric vehicles and the need for charging stations in local proximity, this could be another draw for the area.

Streetscape Improvements – This includes the widening of East Worcester and Albany Streets, as well as providing pedestrian-friendly sidewalks and safety lighting. There are many options that could be considered with the various number of lanes, the addition of bike paths, and/or parking lanes.

In addition, the overall flow of traffic through the streets should be reviewed. There are many one-way streets, and Albany Street appears to be utilized exclusively by local community members who know of the street and where it intersects with Shrewsbury Street. With the combination of lighting and signage wayfinding discussed above, this could create an additional main artery of circulation that could redistribute the heavy traffic from the main artery of Shrewsbury Street.

Supplemental Funding and Financing Resources

Note: This list is a starting point and not all programs may be relevant or available depending upon the type of development, timing, and owner entity type *i.e.*, some are available to public entities only, others are open to public/private/non-profit entities, etc. The resources the entities pursue would be dependent upon their goals and the circumstances at the time, as well as the party that is applying.

MassWorks – Capital funds for public infrastructure projects that support and accelerate housing production, spur private development, and create jobs throughout the Commonwealth.

Site Readiness Program – Funding for site preparation and predevelopment and permitting activities for large-scale industrial, commercial, and mixed-use sites.

Brownfields Grants – Finances the environmental assessment and remediation of brownfield sites.

Underutilized Properties Program – Predevelopment and capital funding for projects that will improve, rehabilitate or redevelop blighted, abandoned, vacant or underutilized properties.

Real Estate Technical Assistance – Small grants for re-use of municipally owned properties.

Community Planning Grant – Technical assistance for Community Planning, *i.e.*, corridor studies.

Community Preservation Act (CPA) Funding – Helps communities preserve open space and historic sites, create affordable housing, and develop outdoor recreational facilities.

Housing Choice – Flexible grant for planning, site prep, building, and infrastructure activities.

District Improvement Financing (DIF) – A locally-enacted tool that enables a municipality to identify and capture incremental tax revenues from new private investment in a specific area and direct them toward public improvement and economic development projects.

Housing Development Incentive Program (HDIP) – Tax incentives to developers to undertake new construction or substantial rehabilitation of properties for lease or sale as multi-unit market-rate residential housing

Brownfields Loans – Up to \$250,000 for environmental assessment and \$750,000 for environmental clean-up.

MA Brownfields Tax Credit (BTC) – MA tax credit for cleaning up contaminated property.

Tax Exempt Bonds – Tax-exempt financing for 501(c)3 nonprofit real estate and equipment, affordable rental housing, public infrastructure projects etc.

The Infrastructure Investment Incentive Program “I-Cubed” Program – A public-private partnership that allows new state tax revenues generated from private economic development projects to cover the costs of the public infrastructure improvements needed to support the project.

Massachusetts Municipal Modernization Act, Parking Benefit District – A specified geography in which the parking revenues raised are then reinvested back into the district for a wide range of transportation-related improvements.



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